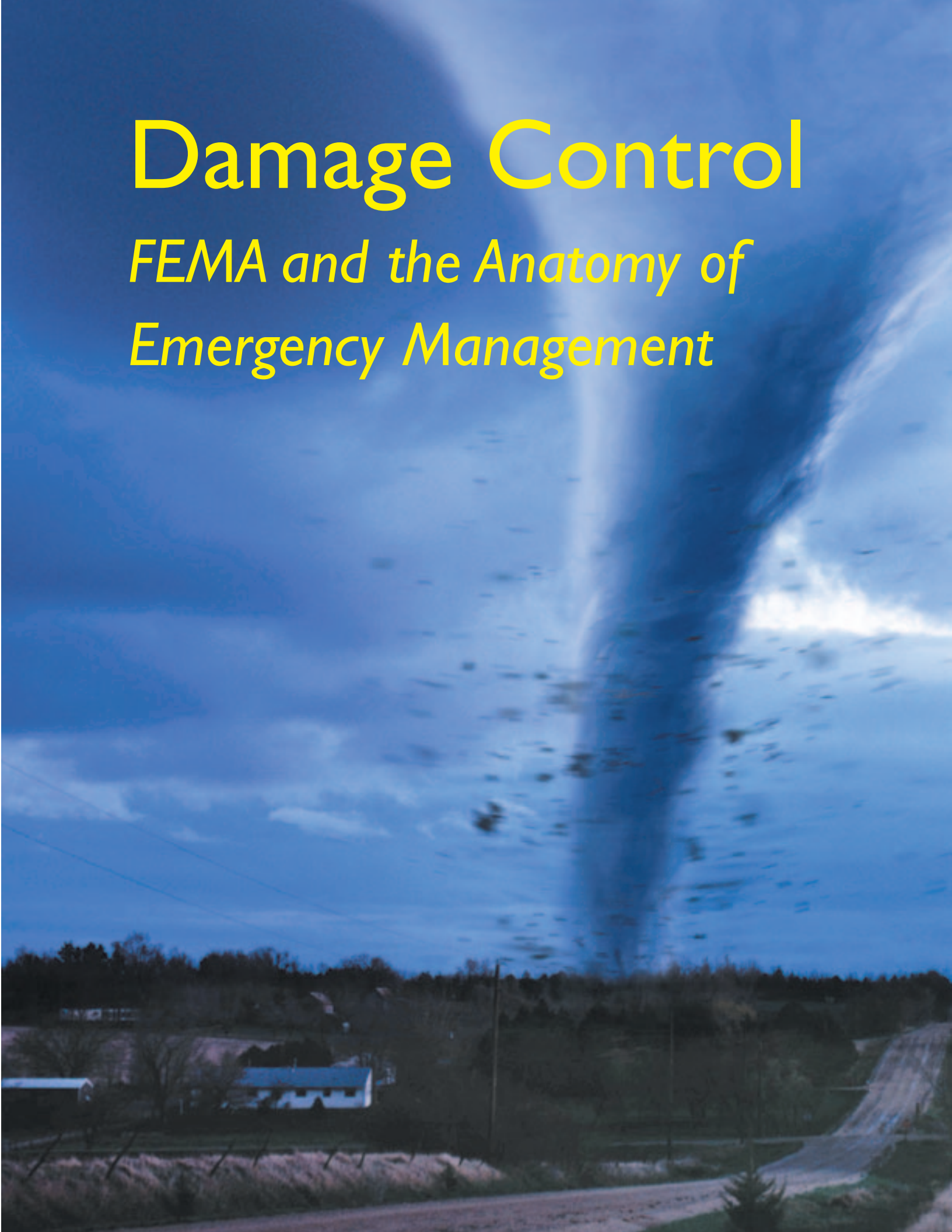


Damage Control

*FEMA and the Anatomy of
Emergency Management*



To gauge the current workload of the Federal Emergency Management Agency, it helps to look at the map of “active emergencies” visible on the FEMA home page at www.fema.gov. There you will see FEMA activity in every region of the country except New England. From Alaska to Virginia, and New York to Guam, FEMA is engaged in disaster relief. And the nature of disasters varies widely too. Federally declared disasters in 2002 have included response to ice storms, fires, flooding, a typhoon and an earthquake. And we’re still not through the hurricane season.

Whether the disaster in question is a fire, a flood or anything in between, GSA is quickly and professionally providing the necessary infrastructure to help FEMA hit the ground running. Some recent examples of GSA’s support of FEMA include:

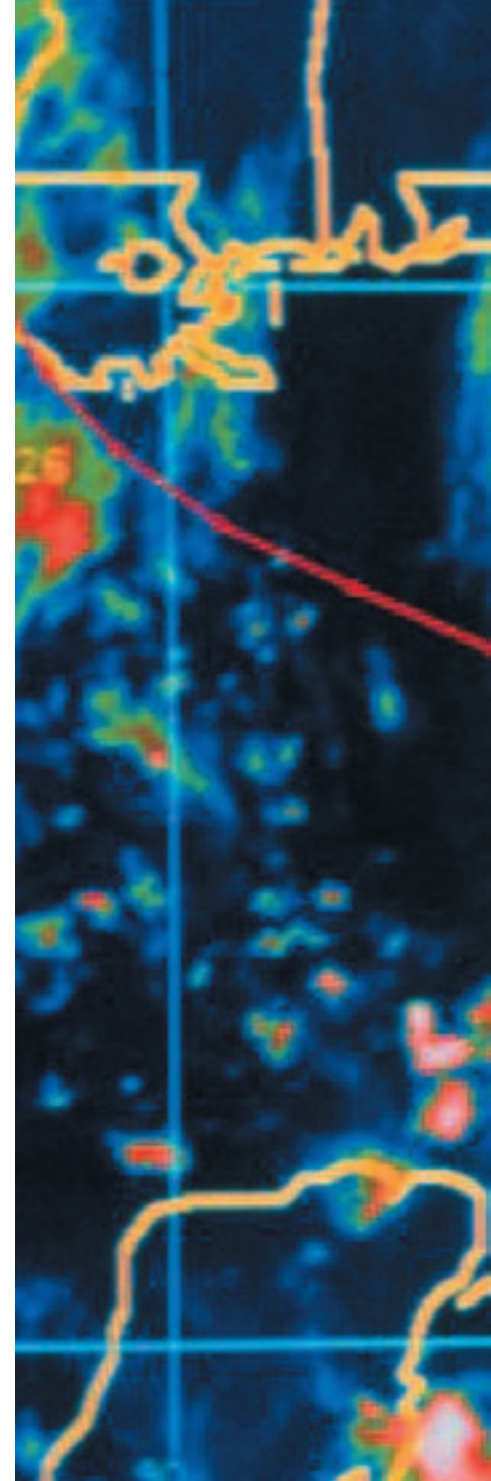
- A Disaster Field Office in Mesa, Arizona was the focal point for FEMA activity associated with the Rodeo-Chediski fire that burned more than 468,000 acres. FEMA has looked to GSA for office essentials like paper and copier services. They’ve also been able to locate satellite TV connections and an electrician’s services to facilitate communications with their deployed staff and headquarters.
- In the San Antonio, Texas area, the problem was not fire but extraordinary flooding. GSA set up an emergency lease for a FEMA Disaster Field Office (DFO) in San Antonio. Again, GSA was there to provide space, supplies and communications equipment. Whether FEMA needed 40 boxes of copier paper, 80,000 ready-to-eat meals, printing services, or trailers for satellite offices, GSA was ready with price quotes, Schedule contracts and staff to implement FEMA decisions in an instant.

For FEMA, these two “exceptional” cases reflect “business as usual.” FEMA’s 2,500 staff members, and 5,000 standby reserve staff, are accustomed to providing short-term assistance in the wake of disasters. But responding to disasters is only a portion of FEMA’s mandate.

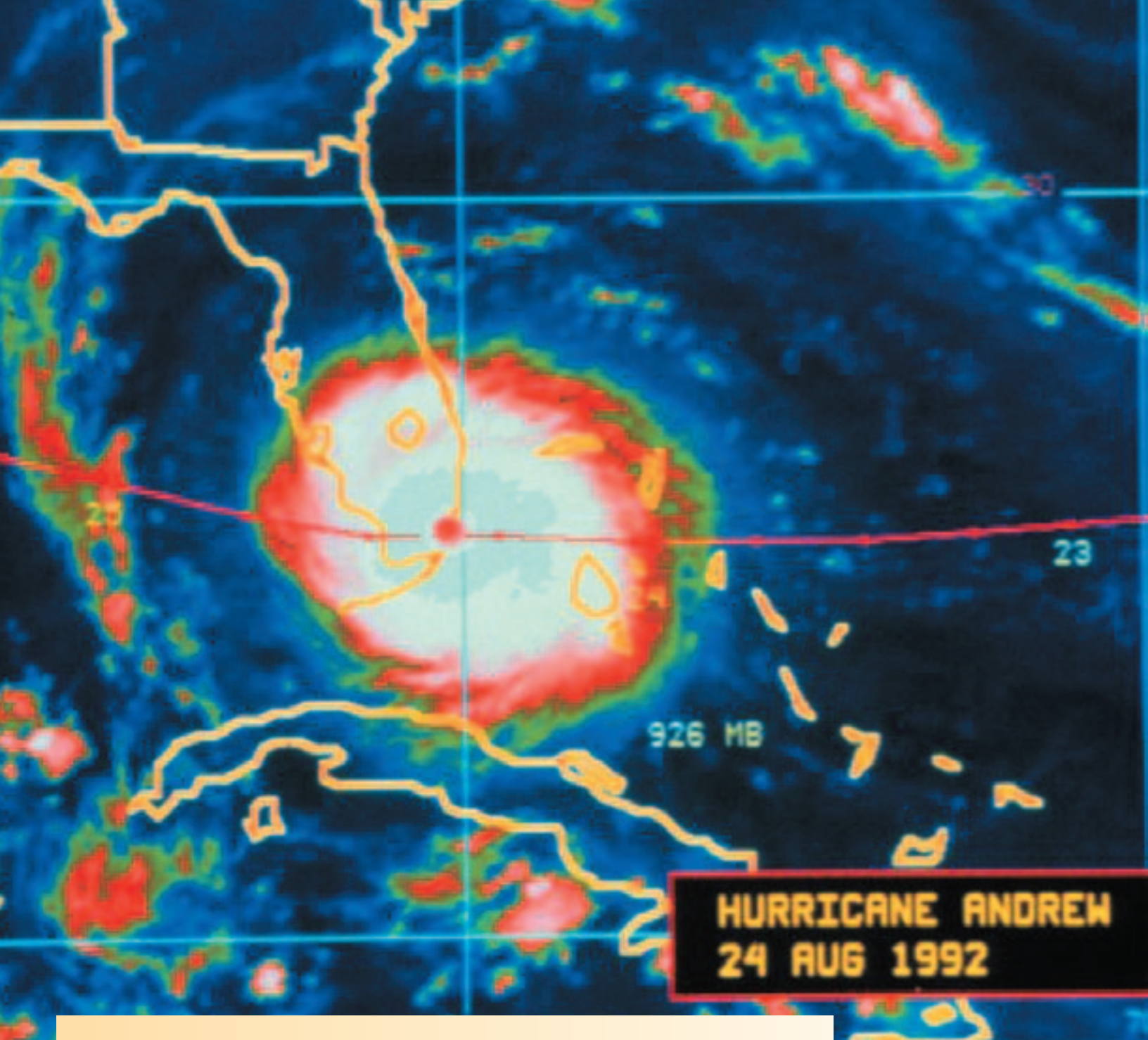
Deep Roots

While FEMA’s history as a distinct Federal agency dates back less than 25 years, there are almost 200 years of precedent for Federal disaster response. As early as 1803, Congress appropriated funds to assist the citizens of a small town in New Hampshire to recover from a devastating fire. Over the next century, Congress provided such ad hoc assistance more than 100 times in response to various natural disasters.

During the 20th century, many Federal agencies took on formal roles in planning for disaster situations. From the National Weather Service in the Commerce



**Infrared Satellite
Imagery of Hurricane
Andrew crossing over
the Florida coastline in
August of 1992.**

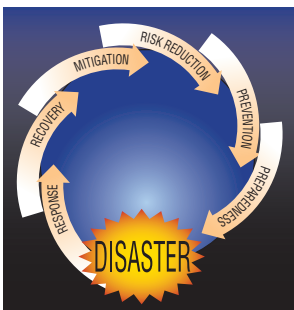


Whether the disaster in question is a fire, flood or anything in between, GSA is quickly and professionally providing infrastructure to help FEMA...

Department, to GSA's own Federal Preparedness function, many agencies played support roles in minimizing disasters. HUD's Federal Disaster Assistance Administration played a lead role in recovery efforts after hurricanes and earthquakes in the 1960s and 1970s.

But it wasn't until 1979 that President Carter's executive order created FEMA and vested it with its central role in disaster planning and relief. Interestingly, the request to consolidate Federal resources was made by the National Governors' Association, whose members recognized the difficulty of navigating a complex array of Federal resources. And while disaster relief efforts tend to draw media attention and focus public attention, the relief and recovery tasks are only a portion of FEMA's duties in the Disaster Life Cycle.

The Disaster Life Cycle



There are six stages in the disaster life cycle as pictured here. FEMA's organizational structure reflects this philosophy of emergency management.

Response

The cycle begins with response. In the immediate aftermath of a disaster, local and state governments provide initial support. Depending on the situation, the state response often includes mobilization of National Guard troops. After the damage exceeds defined thresholds and the state has committed its own resources, the state governor then requests a Major Disaster Declaration from FEMA.

The request is then evaluated and FEMA recommends specific action by the White House based on the type of disaster and the state's ability to manage the recovery process. Timeframes for approval by the President vary based on the urgency of the situation.

With its limited staff, FEMA still relies on a broad network of supporters to provide disaster relief. This network includes 28 Federal Agencies and the Red Cross. Assisting organizations provide resources and are actively involved in managing the response. To coordinate the effort, FEMA



FEMA News Photo



Disaster relief efforts begin locally and can eventually include State and Federal support.

Emergency Support Functions

Emergency Management tasks are categorized into twelve Emergency Support Functions (ESF). Each function is managed by an individual agency as follows:

ESF	Description	Lead Agency
Transportation	Providing military and civilian transportation.	Department of Transportation
Communication	Providing telecommunications support.	National Communications System
Public Works and Engineering	Restoring essential public services and facilities.	US Army Corps of Engineers, Department of Defense
Firefighting	Detecting and suppressing wildland, rural and urban fires.	US Forest Service, Department of Agriculture
Information and Planning	Collecting, analyzing and disseminating critical information to facilitate the overall federal response and recovery operations.	Federal Emergency Management Agency
Mass Care	Managing coordination of food, shelter, and first aid for victims; providing bulk distribution of relief supplies; operating a system to assist family reunification.	American Red Cross
Resource Support	Providing equipment, materials, supplies and personnel to federal entities during response operations.	General Services Administration
Health and Medical Services	Providing assistance for public health and medical care needs.	U.S. Public Health Service, Department of Health and Human Services
Hazardous Materials	Supporting Federal response to actual or potential releases of oil and hazardous materials.	Environmental Protection Agency
Food	Identifying food needs; ensuring that food gets to areas affected by disaster.	Food and Nutrition Service, Department of Agriculture
Energy	Restoring power systems and fuel supplies.	Department of Energy



recommends to the President a Federal Coordinating Organization (FCO) for each state involved in the disaster. The President ultimately approves the recommendation, and the newly appointed FCO(s) work with state agencies to provide response and recovery at the scene.

Recovery

The second stage is disaster recovery – or the long-term response to the emergency. This phase can create an enormous strain on local and state resources, and it is in this phase where Federal aid can be critical for healing. With the advantage of “lessons learned,” FEMA is generally better equipped to coordinate recovery efforts than any individual state.

To spur the recovery effort, FEMA provides both public assistance and individual assistance. Public assistance is for repair of infrastructure, public facilities and debris removal. Individual assistance provides help for damage to homes or businesses or personal property losses. Individual assistance can take many forms:

Disaster Housing

Usually available for up to 18 months. Uses local resources for residents whose homes have been damaged or destroyed. Also provides for emergency repair of damaged homes.



**FEMA's
U.S. Fire
Administration
uses education
and advocacy
to make all
citizens better
able to prevent
fires...**

Low-interest Disaster Loans

Available to cover uninsured property losses (homes, vehicles, clothing, etc.).

Disaster Grants

For victims who are unable to repay a loan, limited grants are available. Amounts range from several hundred dollars up to \$14,800. These grants are reserved for serious disaster-related needs including replacement of clothing, medical care or automobiles.

Other Disaster Aid Programs

FEMA provides access to crisis counseling, unemployment assistance and legal aid assistance for income tax, Social Security and Veteran's benefits. State and local organizations may also provide similar support.

Mitigation and Risk

The focus of FEMA mitigation work is on the concept of risk reduction. While some disasters are wholly unpredictable, others can be anticipated. FEMA coordinates the National Flood Insurance Program as well as safety programs dealing with hurricanes, dam safety, and building designs associated with minimizing earthquake damage.

Prevention

Fire is perhaps the category of disaster that is most preventable. FEMA's U.S. Fire Administration uses education and advocacy to make all citizens better able to prevent fires and to minimize the damage associated with fires. This can mean assisting the Forest Service with wildland fire issues and providing materials to local fire departments to ensure that they have the most recent Federal research on fire safety topics.

Preparedness

Readiness for disaster is important at every level of the emergency management system. And it is equally important for the public at large. By encouraging state and local planning, making resources available for facilities and equipment, giving emergency personnel the training they need, sponsoring exercises and getting information out to the public, FEMA helps build an emergency management system that can protect people and property in any kind of disaster.

FEMA and GSA

As suggested by the examples above, GSA provides a wide array of support services for FEMA. Leasing space for disaster field offices, outfitting those offices with supplies and equipment, and connecting those spaces with telephones and

satellite TV are just a few of those services. With more than 20 years of experience and an established pattern of operations, FEMA is now able to rely on its partners, like GSA, to quickly reach and help victims of storms, fires and other catastrophes. GSA's integration makes it easy to package these services as well. In supporting FEMA on Colorado's Hayman Fire, PBS Contracting Officer Mark Hackley was able to negotiate discounts from Schedule prices for office equipment while also arranging for security services to protect FEMA staff and property. In FY 2000, the Federal Supply Service shipped \$1.6 million worth of supplies to FEMA sites around the country. Last year, that figure was again over a million dollars and, with the current fires and floods, will almost certainly climb to a new high in FY 2002. What is noteworthy is that anyone at FEMA or anyone in GSA can leverage the FSS infrastructure to expedite delivery or pursue discount pricing. In the end, FEMA and the taxpayers benefit from this interaction.

During the spring thaw in southwestern Alaska, large chunks of ice broke free and floated down the Kuskokwim River creating ice jams that dammed up the water causing flooding in the small, remote villages of McGrath, Sleetmute, Red Devil, Crooked Creek, Lime Village, Aniak, Ekwok, and New Stuyahok. The flooded villages looked to the state and Federal government for assistance. When the President signed disaster relief support into effect in June, GSA went to work contacting local military bases to acquire excess property to assist in setting up field disaster offices. Within two days, they were able to locate and deliver 30 desks, 30 file cabinets and 100 chairs to the Disaster Relief Field Offices, and FEMA was able to move in and begin their efforts to support the communities.

GSA continuously supports FEMA's Urban Search and Rescue (USAR) units throughout the country. While local Pacific Rim Urban Search and Rescue units responded to the World Trade Center disaster, the Pacific Rim property management office worked to backfill and replace equipment that was taken to New York so USARs were ready to respond to the next disaster.

GSA also provides support to State Forestry activities through the U.S. Forest Service Cooperative Fire Program. During recent forest fires in the western United States, the property management program has been able to provide property to assist the firefighting program in their efforts.

We are proud to be able to serve our nation when disasters occur. In an emergency, GSA is there to assist quickly and efficiently. Whether it be to get the government back on its feet by providing excess furniture, office supplies, computer and telecommunications equipment; or to assist flood and hurricane victims with blankets, generators, heavy equipment; or to support fire and rescue efforts...this is what we do. GSA spends countless man-hours getting life back to normal for others....we are proud to be a part of these efforts.



Hurricane Hugo
1989
\$1.3 billion



Loma Prieta
Earthquake
1989
\$865.5 million



Hurricane Andrew
1992
\$1.8 billion

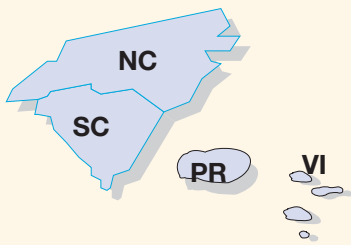


Midwest Floods
1993
\$1.1 billion

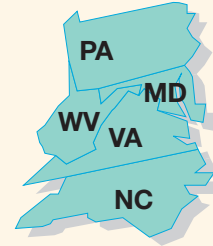


Northridge
Earthquake
1994
\$6.9 billion

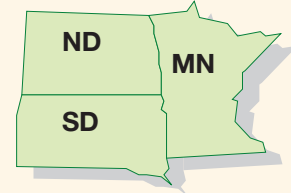
Top Ten Natural Disasters In Chronological Order



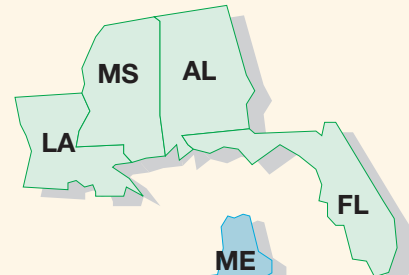
Hurricane Fran
1996
\$621.2 million



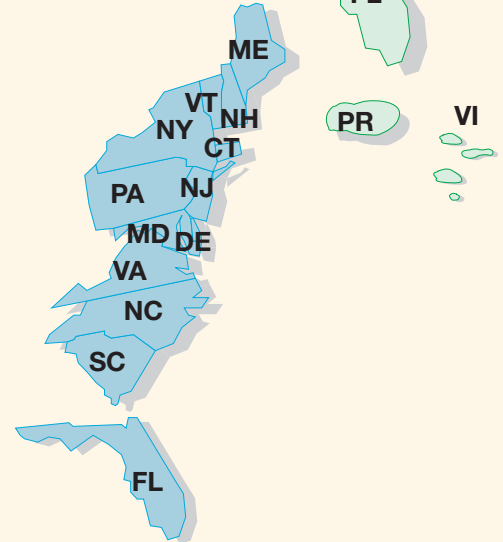
Red River Valley Floods
1997
\$734 million



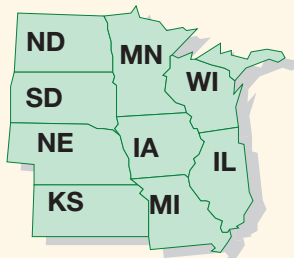
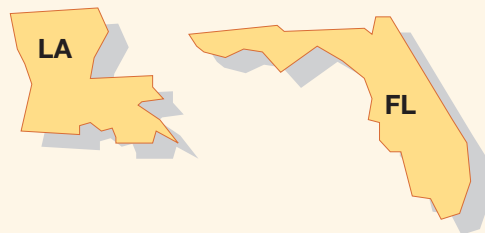
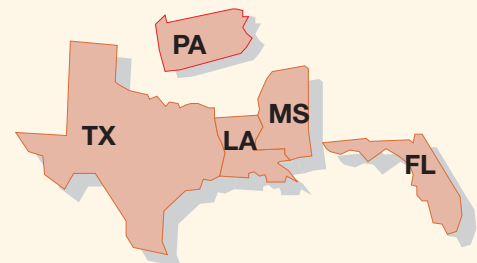
Hurricane Georges
1998
\$2.3 billion



Hurricane Floyd
1999
\$1 billion



Tropical Storm Allison
2001
\$879.5 million



*Amount obligated from the President's Disaster Relief Fund for FEMA's assistance programs, hazard mitigation grants, federal mission assignments, contractual services and administrative costs as of February 28, 2002. Figures do not include funding provided by other participating federal agencies, such as the disaster loan programs of the Small Business Administration and the Agriculture Department's Farm Service Agency. Note: Funding amounts are stated in current dollars.

FEMA in the Wake of 9/11

The events of September 11 have radically changed our understanding of each stage in the “disaster life cycle” described above. Since the attacks in New York and at the Pentagon, FEMA has been focused on issues of national preparedness and homeland security. Billions of dollars in new funding have been directed to FEMA to help communities face the threat of terrorism and to lead America to prepare for, prevent, and respond to disasters. As the Congress prepares to consider the President’s proposal regarding the Department of Homeland Security, it is certain that FEMA’s contribution to preparedness and disaster relief will be a key component of whatever structure emerges. And it is certain that FEMA can continue to rely on GSA to provide the logistics support necessary to allow FEMA to focus on its critical mission.

FEMA News Photo

**Rescuing stranded pets
and domesticated animals
is an important part of
disaster efforts.**

